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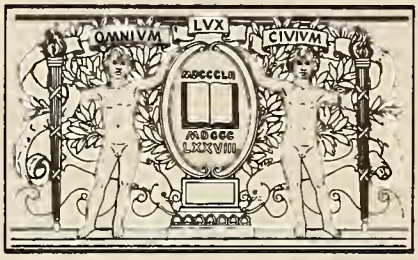

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THE "WHITE PAPER" AGREEMENT

SIXTH MONTH PROGRESS REPORT

SEPTEMBER, 1957, to FEBRUARY, 1958, Inclusive

*(A revision of 1st draft dated March 20, 1958.)

William Arthur Reilly, Director
Administrative Services
City of Boston

NINE YEAR REVIEW

TOTAL PERSONNEL - (City & County)

(Jan.-Feb.)

1950	-	23,155		
1951	-	22,838	-	317
1952	-	23,566	+	272
1953	-	23,035	-	531
1954	-	22,806	-	229
1955	-	22,684	-	122
1956	-	22,904	+	220
1957	-	22,640	-	264
1958	-	22,865	+	225

Net Reduction:

Jan., 1950 - Jan., 1958 - 290

Factors:

Teachers College - Transferred 34 employees to the State in 1952

Franklin Park Zoo - Transferred 35 employees to M.D.C. in 1957

THE WHITE PAPER AGREEMENT

1. The City administration, with the expected cooperation of the School Committee, will make a determined effort to effect a reduction of 5% in the number of employees within 18 months. The Director of Administrative Services has been instructed not to approve filling of any vacany except under the most unusual circumstances. All departments will comply with the "no-hire, no-fire" policy. Reports at intervals of six months will be made indicating progress toward the goal.

PROGRESS REPORT

Attached pages will indicate the statistics which pertain to the above point of our agreement.

It should be noted here that we have not failed to observe the spirit of the Agreement and that while progress may not be apparent in every instance we still have 12 months in which to improve our position.

The 1957 census of Governments, issued by the Department of Commerce, indicates that during the past four and a half years state and local government employment have risen by about 20% and that their monthly payrolls have increased about 44%.

Education alone accounts for almost one-third of all public employment according to national statistics and this ratio is close to that which applies in Boston.

Personnel is a major part of our budget. In 1957 it was 61%, covering salaries and pension requirements.

Special activities are involved in this item. For example; we have under way an Equalization Survey and a growing Planning Board. These are relatively new activities but they expand our payroll.

As an evidence of good faith in our dealing with the subject of personnel, 563 vacancies were eliminated from the 1958 budget as submitted to the Mayor by department heads. In addition, further reduction is anticipated by not filling certain positions as vacancies occur during the year.

Our objective is to reduce by 1,000 the total number of those city employees who come under the exclusive jurisdiction of the Mayor - 1,000 is the number necessary to achieve a 5% reduction.

	954	956			8	0
	3,038	3,019			0	5
DEPARTMENTS NOT UNDER CONTROL OF MAYOR						
COMMISSION	8	8			0	0
BOARD	15	15			2	2
	4,360	4,398	+	38	398	1,243
	1,152	1,145	-	7	22	4
GRAND TOTAL	20,080	20,047	-	33	1,835	2,224

[illegible]

DEPARTMENTS UNDER CONTROL OF MAYOR

DEPARTMENTS	PERMANENT 9.3.57	PERMANENT 3.4.58	TEMPORARY 9.3.57	TEMPORARY 3.4.58
[illegible]MINISTRATAVE SERVICES				
Administrative Div	5	6	0	0
Budget Div.	7	9	2	0
Personnel Div.	9	9	2	0
Complaints Div.	2	2	0	0
Printing Div.	102	99	29	16
Purchasing Div.	27	27	3	2
[illegible]SESSING	138	133	1	5
[illegible]DITING	67	67	2	3
[illegible]STON RETIREMENT BD.	20	19	17	5
[illegible]STON TRAFFIC COMMISSION	121	124	8	1
[illegible]UILDING	113	112	17	20
[illegible]oard of Appeal	11	9	0	0
Board of Examiners	4	4	0	0
[illegible]ITY CLERK	17	16	0	0
[illegible]ITY COUNCIL	18	18	8	8
[illegible]TY PLANNING	13	12	16	16
[illegible]ITY RECORD	2	2	0	0
[illegible]LECTION	45	44	7	0
[illegible]IRE	2,175	2,176	6	2
[illegible]EALTH - HEALTH DIV.	301	292	48	59
[illegible]eights & Meas. Div.	18	18	1	0
[illegible]egistry Div.	31	30	8	5
[illegible]OSPITAL	2,108	2,057	373	407 + 34
[illegible]ospital Div.	405 Nurses	451 Nurses	138 Nurses	209 + 71
	2,513	2,508	511	616 +105
[illegible]natorium Div.	484	481	33	35
[illegible]ong Island Div.	38	452	27	28
[illegible]	66	66	0	0
[illegible] Compensation	8	8	1	0
[illegible]YOR'S OFFICE	18	17	0	0
[illegible]onventions	2	2	0	0
[illegible]ublic Celebrations	6	6	0	0
[illegible]ood Allotment	9	8	0	0
[illegible]ivil Defense	12	11	0	0
[illegible]re of Vet's Graves	1	1	1	1
[illegible]ivic Improvement	2	2	0	0
[illegible]RK	672	642	500	33
[illegible]metery Div.	72	68	0	0
[illegible]BLIC WORKS				
[illegible]entral Office	12	11	1	0
[illegible]ncomotive Div.	111	111	2	2
[illegible]ridge Div.	167	160	2	1
[illegible]ighting Div.	4	6	0	3
[illegible]aving Div.	360	344	33	12
[illegible]anitary Div.	639	626	2	0
[illegible]ewer Div.	181	174	5	1
[illegible]umber Traffic Tunnel	104	103	14	12
[illegible]urvey	35	34	6	4
[illegible]ater Service	374	366	3	11
[illegible] PROPERTY - PROP. DIV.	15	15	6	3
[illegible]ldings Div.	222	217	14	4
[illegible]arket Div.	7	7	0	0
[illegible]EASURY DEPT. - Treas. Div.	38	38	0	0
[illegible]ollecting Div.	[illegible]	68	16	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]
[illegible]	[illegible]	[illegible]	[illegible]	[illegible]

	954	956		8	0
	3,038	3,019		0	5
DEPARTMENTS NOT UNDER CONTROL OF MAYOR					
	8	8		0	0
	15	15		2	2
	4,360	4,398	+ 38	398	1,243 + 0
	1,152	1,145	- 7	22	4 -
GRAND TOTAL	20,080	20,047	- 33	1,835	2,224 + 3

MONTHLY COMPARISONS

PERSONNEL

		1956	1957	YEAR TO YEAR CHANGE	CHANGE FROM PREVIOUS MONTH CURRENT YEAR
ember					
	City	16,014	15,937	- 77	
	Schools	4,904	4,962	+ 58	
	County	1,158	1,138	- 20	
	Total	22,076	22,037	- 39	
ber					
	City	16,050	15,914	- 136	- 23
	Schools	5,166	5,381	+ 215	+ 419
	County	1,164	1,140	- 24	+ 2
	Total	22,380	22,435	+ 55	+ 398
mber					
	City	15,966	16,016	+ 50	+ 102
	Schools	5,520	5,706	+ 186	+ 325
	County	1,164	1,141	- 23	+ 1
	Total	22,650	22,863	+ 213	+ 428
mber					
	City	15,903	16,034	+ 131	+ 18
	Schools	5,575	5,698	+ 123	- 8
	County	1,162	1,133	- 29	- 8
	Total	22,640	22,865	+ 225	+ 2
		1957	1958		
uary					
	City	15,877	15,777	- 100	- 257
	Schools	5,591	5,719	+ 128	+ 21
	County	1,361	1,136	- 25	+ 3
	Total	22,829	22,632	+ 3	- 233
ruary					
	City	**15,960**	**15,881**	**- 79**	**+ 104**
	Schools	**5,552**	**5,641**	**+ 89**	**- 78**
	County	**1,165**	**1,149**	**- 16**	**+ 13**
	Total	**22,677**	**22,671**	**- 6**	**+ 39**

To reach the above stated goal, full use will be made of staffing studies which had been previously made for various departments. Further staffing studies will be made by the Administrative Services Department and other competent survey sources.

PROGRESS REPORT

A special meeting has been called, which will be attended by all department heads for the purpose of emphasizing the need to make full use of staffing studies already made or, if they are found to be defective, then to make new studies. Preliminary investigation indicates that there are some departments where staffing studies as they are now constituted will need to be changed. In the Welfare Department, for example, there are constant changes in Welfare procedures, promulgated both by the Federal Government and the State Department of Public Welfare.

The Assessing Department has been reorganized and at present is under special investigation which may lead to further reorganization.

The Equalization Survey Committee is an activity which adds to the number of temporary employees in the Assessing Department.

Civil Service conflicts prevented complete adoption of the Evans patterns by the Penal Institutions Department. The Evans reports are valuable, however, in setting a quota of a total number of persons, and each Department Head has been directed to approach the Evans figure or improve upon it as soon as possible.

The Building Department substantially conforms to the Evans pattern in this respect. Although there has been an expansion in activity, there has been no increase in personnel. It may be noted here, however, that at the City Council hearing for the Building Department, two Councillors indicated that the city needs more and not fewer inspectors and that their pay should be raised from $3600. to at least $5000. a year. The Building Commissioner indicated that he has only 23 inspectors and needs an additional 13. With only 8 elevator inspectors, the Commissioner contends that he is short 4 and that the State Department of Public Safety has recommended an additional 3 or 4 be added to the 4 that he wants.

The Planning Board has been reorganized and expanded.

The Health Department has added inspectors so that the city may be qualified for funds from the Federal Government for the Urban Renewal Program. It likewise has had to intensify its Inspection Program in the South End because of a prevalence of tuberculosis which was discovered in that area.

These points are made to illustrate that the Evans Staffing Patterns are useful only as a basic guide in our organizational set-up and that they may not be considered an infallible bible by which to measure the merits of our organizational structure.

It will also be a goal to reduce temporary personnel appropriations by 15% and overtime appropriations by a similar amount. It is estimated that such savings could reach the sum of approximately $300,000.

PROGRESS REPORT

TEMPORARY EMPLOYEES

Our appropriation for temporary employees in the 1958 budget is $125,000 less than for 1957. This saving is in spite of the fact that the general pay raise adversely affects our opportunities to reduce temporary personnel appropriations by 15% of the appropriations in force when the agreement was made.

For many years the activation of our Planning Board on a more comprehensive basis has been advocated by civic agencies. This has been done by the employment of temporary personnel and as a result of activities by this Board, we have been able to make substantial progress in getting our Urban Renewal Program underway. Other benefits will also accrue from this expanded activity.

The Health Department, as mentioned previously, has added Inspectors on a temporary basis for special code enforcement processes. This activity is required in order to qualify for federal funds under the Urban Renewal Program. The regular Inspection force is being concentrated in the South End where a special TB concentration has developed.

Likewise, we have to face the fact that temporary help is needed for our Parks and Playground Program in the summer; that libraries have to pay part time or overtime pay for night and Sunday activities, and that this year the Election Department has two elections to handle, which will require the employment of double the usual number of wardens employed each year. Thus, I believe that our saving of $125,000, as exhibited by our reduced appropriation for the year 1958, is a strong step forward in view of the above described circumstances.

OVERTIME

On the subject of overtime, most dramatic is the realization that more than 50% of our overtime wages are required by statute law when the Police or Fire Departments are engaged in overtime work. Extra Police are required at special functions and on holidays.

The Park Department pays overtime for workers at the Christmas Festival and the Arts Festival.

The Election Department pays overtime for school custodians at voting places in schools and has two elections this year for which it will have to pay such overtime.

Continuing studies will be made by the Administrative Services Department and by outside survey sources for the purpose of determining which services can be dispensed with, improved or reduced.

PROGRESS REPORT

Consideration has been given to the closing of the City Printing Plant and substituting contract services in its place.

Likewise, consideration has been given to discontinuing the laundry operation at the City Hospital, Long Island, the Sanatorium and Deer Island and substituting contract laundry services which would effect a substantial saving.

It may be possible that the Fire Department laundry contract might be discontinued and the present Park Department facilities be utilized.

The substitution of a private contract for our present building maintenance activities might further result in savings.

However, it should be borne in mind that such steps involve abandonment of buildings and that the personnel in most instances would have to be transferred to other departments because of Civil Service requirements and humane considerations.

In engineering services we have been following the practices of employing outside agencies for special projects rather than to increase our personnel.

The above indicates some of the areas in which studies are being made in conformity with requirements contained in this point of the agreement.

The city will establish a capital improvement policy which is consistent with this financial proposal. Except for absolutely necessary improvements of the recurring type - streets, sewers, schools, etc. - new loan authorizations should be limited to those meeting one of the following tests:

(a) The improvement will bring a reduction in operating costs, such as construction of a new fire station as a replacement for two or more old fire stations. An operating saving must be clearly demonstrated before the improvement is approved.

(b) The improvement has a direct connection with physical development or redevelopment which will expand the city's tax base, such as loans for urban renewal and an auditorium.

(c) The improvement is self-supporting, such as loans for parking garages.

(d) The improvement is intended to avert a threat to public safety.

This policy will require the city to examine every improvement project very carefully. It will mean the re-examination and deferral of some projects which have had tentative approval.

PROGRESS REPORT

There have been no new loan authorizations for any purpose. Loans actually authorized as of this date are as follows:-

Construction of Schools	$8,500,000.
Incinerator, South End	2,700,000.
Off-Street Parking	6,250,000.
Urban Redevelopment	4,500,000.
Municipal Auditorium	12,000,000.
Funding Loan	35,000,000.
Construction of Public Ways	2,500,000.
Chronic Hospital, Long Island	5,750,000.
Fire Stations	1,000,000.
Branch Libraries	1,050,000.
Extension of Hospital Administration Bldg.	250,000.
Garage, shop and office building, Public Works Department, Albany Street	200,000.
Central storage and maintenance shop, Hospital Dept.	2,000,000.
Voting Machines	805.
Remodeling, reconstructing and extraordinary repairs to buildings	1,500,000.
Construction of Bridges	2,500,000.
Total	$85,700,805.

In our opinion, all of the projects for which loans have been authorized but not issued come within the scope of the spirit and letter of the financial policy.

5. (Cont'd.)

Under consideration are loans for remodeling, reconstruction and extraordinary repairs to buildings in the amount of $5,000,000. and for departmental equipment in the amount of $2,000,000. Departmental needs for repairs to buildings are estimated as follows:-

Hospital Department	$3,000,000.
School Buildings	2,298,000.
Park Department	500,000.
Library Department	750,000.
Police Department	225,000.
Total	$6,773,000.

Examples of some of the needs at the City Hospital are as follows, and only the major items are listed:-

Alterations and Modernization of Cheever Amphitheatre	$200,000.
Alterations to Thorndike Building	225,000.
Alterations to Dowling Building	675,000.
New A.C. electrical distribution system	822,000.
Alterations to Maternity Building	160,000.
Alterations to patient service clinics	150,000.

For modernization of school buildings fifty, sixty and seventy years old, $1,500,000. is needed for plumbing, heating and electrical work.

For rehabilitation of branch libraries, $250,000. is needed and for major interior repairs and relighting and rewiring of the Central Library $500,000. will be required.

For the installation of two new elevators at Police Headquarters $100,000. will be required and proper lighting and electrical service in that building will cost $125,000.

For plumbing, roofing and electrical repairs in 14 major buildings and 47 playground field houses $500,000. will be required.

There has been no reconstruction of city buildings of any major consequence in the last thirty years and until the commencement of the school building program a few years ago there had been no construction of school buildings at all. The proposed program could in no sense be considered for general maintenance. When all of the proposed projects have been considered, only those projects will be undertaken of such major capital improvement that a loan will be justified.

To defer any longer the major alterations, remodeling, modernization and repairs necessary not only will constitute a threat to public health and safety, but will result in a considerable increase in cost which would be more than the interest on the loans issued.

(Cont'd.)

The only alternative to a loan is inclusion of the costs in the tax rate. This is not desirable, not only because it would result in an increase of $3.35 in the tax rate, but also because the cost of this type of capital improvement should be spread out over the minimum useful period of the improvement made. The postponement of the issuance of debt, just because it is debt, obviously keeps down the municipal indebtedness insofar as it is represented by amounts of bonds outstanding, but creates a debt of more serious consequences in the way of a depreciated and increasingly obsolescent municipal plant.

The loan for departmental equipment will be used for trucks, street-sweepers, street-flushers, bucket-loaders, salt-spreaders, snow-loaders and other major equipment used by the Public Works Department in the amount of $650,000; for similar equipment for the Park Department in the amount of $200,000; for tabulating machine equipment for the Auditing Department, $135,000; for hospital equipment, $750,000; for pumpers, ladder trucks and rescue trucks, $500,000.

The equipment contemplated to be purchased for the Public Works, Park and Fire Department will replace similar equipment which because of its age is becoming increasingly costly to maintain. Some of the equipment is now more than ten years old. You must agree that it is economic fallacy to retain trucks in constant use longer than three to four years. The replacement of this equipment would most certainly result in reduced maintenance costs. The purchase of the tabulating machines would result in a modernization of the budgetary control accounting and would have the immediate result of improved efficiency and the eventual result of reduced costs through fewer personnel.

Much of the equipment at the Boston City Hospital is dangerously obsolete. New X-Ray equipment is needed to replace old overloaded machines in use at the present which will cost $150,000. Seven of the ten ambulances in use are over five years old, have traveled over 100,000 miles and are so dangerously deteriorated that they are a threat to the safety of the patients carried. To replace these ambulances will cost $100,000. Seventy-five percent of the beds for patients' need to be replaced at a cost of $130,000. And a recent report of the accrediting committee of the American Medical Association was extremely critical of dishwashing facilities. The replacement of sterilizing equipment will cost $100,000.

In this instance also, consideration of the impact on the tax rate of $1.35 and the useful life of the equipment, the spreading of the cost over a five-year period can be justified.

6. The Equalization Survey will be accelerated and its conclusions will be promotly adopted as Assessing Department policy in conformity with the provisions of the Mayor's message, January 3, 1955, which stated: "A thorough, city-wide equalization of real property value should be made, but should be held in abeyance until such time as a new source of income is available to the City. To do otherwise would merely shift the present heavy tax burden to those least able to assume it."

PROGRESS REPORT

A detailed report of the activities of the Equalization Survey staff for the year 1957 and programming for the year 1958 was submitted in our February Monthly Report to Mr. Slavet, and with our preliminary draft of this "Six Month Report" of March 20th to the Committee for Civic Progress.

The Mayor's Realty Advisory Board, which now meets monthly, maintains active supervision over the progress of this survey and the Real Estate Board appears to be satisfied that progress is being made on this project.

7. Abatement decisions will continue to be followed in all cases except where there has been a change in the physical values of buildings since date of decision.

PROGRESS REPORT

The Chairman of the Board of Assessors has indicated that 75% of the 1956 abatements were reflected in the 1957 assessments and that the balance was either partially reflected or disregarded because of changes of condition. The 1957 abatements will be reflected in the 1958 figures provided there are no changes in conditions. A detailed list of abatements appears weekly in the City Record with an indication of the reason for the abatement.

In connection with this subject, a Committee appointed by the Mayor from nominations made by the Boston Real Estate Board is at present conducting a survey of the Assessing Department. Therefore, supervision of this subject of our agreement is being actively prosecuted by that agency.

8. Continuing studies will be made of those city services which are essentially metropolitan or state-wide in nature with a view to seeking legislation for their transfer at the appropriate time.

PROGRESS REPORT

Consideration has been given to combining the Veterans' Services Bureau with the Welfare Department. Further consideration has been given to advocating a transfer of the Health, Welfare and Penal Institutions Departments to the State.

Already bills have been presented to the Legislature proposing the transfer of the Boston Sanatorium to the State and another bill proposes that reimbursement be made to the Boston Public Library for use of its facilities by non-residents and by other community libraries.

CITY OF [illegible]

ASSESSING DEPARTMENT

EQUALIZATION SURVEY

January 30, 1958

To: Equalization Survey Committee

William Arthur Reilly, Director of Administrative Services
John J. Chapman, Assessor of Taxes
Thomas A. Flaherty, Chairman of Board of Review

Gentlemen:

We submit herewith for your review, a report of the activities of the Equalization Survey Staff for the year 1957 and programming for the year 1958.

Page 1	- Preface Sheet
Page 2	- Audit Report for 1957
Page 3 & 4	- Progress Report for 1957
Pages 5 to 9	- Reeves' General Recommendations and Planned Program for 1958
Page 10	- Proposed Budget for 1958

Respectfully submitted,

jk/mfc

Oliver W. Park, Resident Consultant
John F. Kane, Administrative Assistant

Balance from 1956 Appropriation
1957 Appropriation

GROUP 100 PERSONAL SERVICES:

Payroll	$22,[illegible]7.40	
" Extended to April 1, 1958	8,[illegible]7.00	
Total 100 Group		$30,864.40

GROUP 200 CONTRACTUAL SERVICES:

Supervision and Appraisers for field work	$53,808.15	
Consultant services extended thru March 7, 1958	3,500.00	
Balance L.V. Map Contract	7,000.00	
Total 200 Group		64,308.15

GROUP 300 OFFICE SUPPLIES

Office Supplies	$ 682.46	
Proposed supplies to April 1, 1958	400.00	
Total 300 Group		1,082.46

GROUP 500 OFFICE FURNITURE AND EQUIPMENT

Furniture and Equipment	$ 1,582.95	
		1,582.95
TOTAL EXPENDITURES		$97,855.96
TO BALANCE		4,924.53
		$102,780.49

1. Early in 1957, several studies were made to identify various classes of property in the City, taxable and tax exempt, in order to estimate the scope of the Equalization Survey and the subsequent problem of revaluation and to obtain a clearer picture of the outstanding applications for abatements and petitions before the Appellate Tax Board. This included:

   A. Analysis of exempt and taxable property by wards as of January 1, 1956.

   B. Categorical listing of parcels by types.

   C. Determination of assessed value as of January 1, 1956, of various classes of property.

   D. Analysis of parcels in contention as to valuation as of January 4, 1957.

2. An administrative staff began the preliminary work of organizing the maps and other records and preparing V.2 cards, ozalids and other materials which would be utilized in the subsequent field collection of data.

3. In June of 1957, 8 Assisstant Assessors reported for training in the Reeves' techniques and after indoctrination began the collection of the basic data upon which the study of LV's would largely be based. This included rental rates, space occupied, terms of leases, dates leases were negotiated, overages, relationship between lessor and lessee, etc. This information was obtained from the lessor, lessee or rental agent and verified as appropriate. Information regarding sales was collected and pertinent sales analyzed. ATB decisions were likewise studied.

4. Rental information was processed through into representative fair economic rentals and by means of tables which allow for vacancies, depreciation, yield rate, tax rate, building overhead charges, the return attributable to the land was determined. Comparisons with comparable sales data were then reviewed and by means of a Land Value Advisory Committee comprised of certain members of the Equalization Survey staff together with Messrs. Paul Cassell and Daniel Driscoll, a Preliminary Pattern of LV's was established.

5. CBD parcel areas have been equated, i.e., the actual square foot (SF) areas have been converted to "equated square foot" areas (ESF) by adjusting for depth, corner influence, alley, rear street, plottage, unusual shape, etc.

6. ESF adjustment factors, and proposed and present pricing, have been entered on ES. 2-57 forms (examples attached hereto) preparatory to computation and verification of ESF areas. Computation and verification of ESF areas. Computation and verification of ESF areas and pricing, and comparison of proposed and present LV's have been accomplished by Remington Rand computer. This form now provides a comparison of the Present and Proposed Land Values, per ESF and total, with dollar change, and succinctly reveals the impact of the Proposed LV's.

7. Initial orientation sessions have been held with CBD Assistant Assessors on an individual basis to acquaint them with the work of the Survey and to enlist their conscientious participation in a comprehensive review of the proposed LV's during February and March, 1958.

8. Data has also been collected for office building operations, in order to establish realistic operating standards. Office Building Experience Exchange Report information has also been considered in this connection. This data will be utilized in 1958 in the valuation of total properties and in arriving at the value of the improvements.

9. Data has been collected and analysis made of apartment and lodging houses re income and operating statements, sales, rentals, etc. in order to arrive at equitable standards for valuation of apartment houses and lodgings.

10. LV data has also been collected in Wards 4 and 5, and some values established in those Wards. However, all of this data has not been processed.

11. Several meetings have been held with interested groups and individuals such as the President of the Boston Real Estate Board, the Municipal Research Bureau, Mr. Koesler of the First National Bank, Mr. Bird of the Chamber of Commerce, Mr. Wolfe of the Greater Boston Economic Study Committee, Doctors Lambie and Long of Harvard, Mr. Johnson of the Boston Housing Authority, Nathaniel Hamlen, Paul Lawlor, Roy Connor, Daniel Weisberg, and Robert Cunniff and Thomas Murphy of the Finance Commission.

12. Several meetings have been held with members of the Mayor's Realty Committee to evolve policy and review progress of the Equalization Survey.

13. Contract for drafting of LV maps was awarded to a local engineering firm and maps prepared in accordance with Reeves' specifications. Approximately 80% of the work on maps has been completed; 50% of the maps have been delivered.

14. The initial Remington Rand run included 2200 CBD parcels having an assessed land value of $166,163,000. excluding "exempt" parcels which are not taxable. Application of the proposed Land Values, based upon the Preliminary Land Value Pattern, would produce an assessed land value of $152,109,000. or a net decrease in assessed land value of $14,054,000. A hasty review of the Remington Rand computations, which were completed just prior to this meeting indicates that there will be both increases and decreases for individual parcels in almost every block; most parcels on Tremont, Washington, Winter and Temple Place would experience sizable decreases; most streets will experience a net decrease, regardless of individual parcel increases. Further detailed analysis will be made of this data.

January 24, 1958

Mr. William A. Reilly, Director
Administrative Services
Room 50, City Hall
Boston, Massachusetts

Dear Mr. Reilly:

In accordance with request of his Honor, the Mayor, at the December 30, 1957 meeting of the Mayor's Realty Advisory Committee, I am forwarding to you herewith a detailed program proposal for 1958, together with recommendations regarding staffing, consultant services and working relationships.

You will note that the program proposal is in three parts. Regarding Part I - Land Valuation - I am suggesting a lower order of priority for completion of the Land Value Pattern outside of Ward 3. Regarding Part II - Building Valuation - I suggest putting increased emphasis on the determination of the valuation of improvements in the Central Business District. This emphasis is necessary in view of the decision to adopt the proposed Land Values during 1958 in order to test the compatibility of the proposed LV's with valuations of total properties; and to provide the Mayor with comprehensive, factual data for this area where valuations are now under heavy fire. The other items in Parts I and II are as previously agreed upon.

Part III covers general items, including staffing and relationship with Assessing Department Personnel.

It should be recognized that while the loss of the services of Assistant Assessors for three months may be unavoidable, this loss will decrease by 25% our data collection-analysis effectiveness for 1958. The recent loss of Robert McGovern upon whose judgement Mr. Park has relied heavily and through whom Mr. Park was able to delegate certain technical tasks, will further reduce the Survey's effectiveness in 1958. Therefore, I strongly urge that the work of the Assessing Department be arranged, if possible, to ensure return of the Assistant Assessors promptly as of April 1st as planned. Also, at that time, or somewhat before, someone with the experience and stature of a Deputy Assessor should be assigned to the Survey to work directly with Mr. Park for the purpose of (a) directly supervising the Field Analysts to ensure maximum utilization of their services; (b) to receive instruction and be groomed for a key role in the adoption of Survey Recommendations as to technique and valuations generally.

During 1958, serious consideration must be given and thoughtful action taken for educating other Assistant Assessors in the techniques employed by the Survey, in order to encourage their sympathetic understanding of the systematic, uniform procedures being employed which, it is presumed, will become Standard Operating Procedure. If their interest can be enlisted, it later may be possible to utilize their services in the collection of data for the Survey in the course of their regular assessing duties.

During 1958, with the expansion of Survey activities, it would be desirable to have disinterested monitorship of Survey activities by a resident-consultant in much the same degree as during 1957, in order to ensure the speedy resolution of operating problems and to expedite the day to day work of the survey.

It would also be desirable to plan on more frequent meetings of the Mayor's Realty Advisory Committee and for the Consultant or his representative to meet with the Committee frequently to participate in policy direction, as during 1957. During January and certain periods in February and March, the presence of a resident-consultant is desirable to expedite the careful review of the proposed Land Values by the Assistant Assessors. Beginning in April, the almost continuous services of a resident-consultant will certainly be desirable in view of the complexities associated with the valuation of CBD buildings by uniform methods; the need for the broadest CBD coverage possible in the limited time available; to facilitate timely review and adoption by the Assessing Department of both land and building values to the extent that the Mayor desires.

Your real evidence of interest in the techniques of the Survey as well as your support of its progress are deeply appreciated. I concur with the appropriation for consulting service in 1958 recommended by Mr. Kane ($14,500) to be expended at the per diem rates specified in my 1956 contract, and at such times as may be deemed desirable.

Sincerely yours,

Cuthbert E. Reeves
P.E. and M.A. I.

CER:r
Attachments

PLANNED PROGRAM FOR 1958

I - Land Valuation

1. Computation and verification of ESF areas and pricing, and comparison of proposed and present LV'S by Remington Rand computer.

2. Review of present and proposed LV's (upon return of data from Remington Rand) by Survey Staff and Mayor's Realty Advisory Committee to determine the impact and pattern of change.

3. Delivery of the Preliminary LV Pattern (in form of proposed LV's) to Assistant Assessors in CBD for their advice, guidance, review and testing. This will also involve introduction of Assistant Assessors to the techniques of the Reeves' system and working with the Assistant Assessors on an individual basis to test the appropriateness of the proposed LV(s, and to resolve valuation problems incident to the adjustment of the LV's. In many cases, if the LV is adjusted up or down, a compensating adjustment may be made on the valuation of the improvements. In other cases, the total property valuation will have to be reconsidered. In some areas where there is heterogeneous land utilization, recommendations should be worked out by the Assistant Assessor and resident-consultant regarding administrative handling of such special areas in order to avoid distorting the over-all LV pattern.

4. Review of the Preliminary LV Pattern for the CBD with the Mayor's Realty Advisory Committee; refinement and adjustment as of mid 1958; adoption of a working LV pattern by mid 1958 which can be used by the Field Analysts in determining the value of buildings and the total property values (by the building residual method, as correlated with the comparative sales and summation approaches.)

5. Delivery to the Assessor of Taxes of the working LV pattern for the CBD, for his review and disposition.

6. Land analysis by office administrative staff. Office administrative staff will convert actual square foot (SF) areas to equated square foot (ESF) areas by adjusting for depth, corner influence, alley, rear street, plottage, unusual shape, etc. beginning in Wards 4 and 5, and including as many parcels in the other wards as staffing will permit.

7. Collection, analysis and processing of LV data for all remaining Wards, to the extent that staffing permits. In Wards 4 and 5, much data has been collected and can be quickly processed. The remaining commercial-industrial areas of other Wards can also be done rather rapidly. Although data for residential areas will be systematically collected and analyzed, this can be done on a mass block basis rather than in the degree of detail with which commercial areas have been treated. (However, in view of the attention presently centered on the CBD and the essentiality of comprehensive testing of the proposed LV's by valuation of total properties, work on residential areas will be of a lower priority than previously planned.)

PLANNED PROGRAM FOR 1958

II - Building Valuation

1. Valuation of buildings and total properties in the CBD, to the extent that staffing allows. This will serve a dual purpose: it will provide a check on the Land Values to be adopted as of 1958; it will provide the valuation of the total property in accord with the planned work of the Survey; in addition, this total valuation may be used by the Assessing Department during 1958 if the Mayor so desires. Because of the attention presently centered on CBD land and building values, concentration on CBD properties would seem desirable.

2. Review of office building standards and valuations of important CBD properties by the Mayor's Realty Advisory Committee (or arm thereof). This procedure will be similar to the function of the Land Value Advisory Committee during 1957.

3. Delivery of proposed valuations on total properties in the CBD to the Assessor of Taxes for his review, modification and disposition.

III - General

1. Release of Field Analysts (Assistant Assessors) during January, February, and March of 1958 to perform regular assessing duties. Re-assignment of selected Assistant Assessors to the Survey as of 1 April 1958 to resume Field Analyst duties.

2. As staffing permits, Administrative staff will prepare working cards and maps for parcels in Wards 3, 4 and 5, and commercial-industrial areas of other Wards. This will involve recording basic identifying information and other valuation data presently available, drawing a plot plan for certain parcels; processing additional sales and rental data; in general, expediting the work of the Survey and having material ready for use of Field Analysts when they return. Business students from Northeastern University Cooperative Work Program will be utilized in this office processing.

3. Familiarization of all Assistant Assessors with the principles and techniques being employed by the Equalization Survey. Actual Equalization Survey material will be made available to the other Assistant Assessors and they will be formally introduced to the work being done by the Survey staff.

4. Incorporation in the Appraisal Manual of modifications of tables or techniques to keep the Manual current with the evolution of the work of the Survey.

5. Completion of basic Assessing Department Valuation Record in the form of V.2 cards and RA.1 cards, and making these cards available to the Assessor of Taxes for his use in adjusting values of CBD properties.

GROUP 100 PERSONAL SERVICES:

2 Principal Clerk Stenographers (17) at $70.25 per week	$ 7,334.10	
2 Senior Clerk-typists (13) at $ 60.25 per week	6,290.10	
8 Research Assistants at $69.75 per week	29,.[illegible].80	
		$42,752.00

GROUP 200 CONTRACTUAL SERVICES:

10 Inspectors - 190 days @ $25.00 per diem	$47,500.00	
1 Supervisor - 200 days @ $30.00 per diem	6,000.00	
Professional Consultant Services	19,500.00	
Sanborn Correctional Service	400.00	
Univac	5,029.00	
		78,429.00

GROUP 300 OFFICE SUPPLIES AND MATERIAL

Forms, cards and stationary	$1,000.00	
100 Rolls Ozalid Paper @ $5.00 Ea.	500.00	
Miscellaneous Engineering Supplies	200.00	
		1,700.00

GROUP 500 OFFICE FURNITURE AND EQUIPMENT

2 Punch Card files @ $450.00 each	$ 900.00	
2 Plan Files @ $450.00 each	900.00	
1 Adding Machine	319.00	
		2,119.00
TOTAL		$125,000.00